

Message Text

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ACTION OES-07

INFO OCT-01 EUR-12 EA-07 ISO-00 CIAE-00 DODE-00 PM-04
H-01 INR-07 L-03 NSAE-00 NSC-05 PA-01 PRS-01
SP-02 SS-15 USIA-06 IO-13 OIC-02 COME-00 DOTE-00
EB-07 FMC-01 CG-00 DLOS-09 ERDA-05 INT-05 CEQ-01
EPA-01 TRSE-00 AF-10 ARA-06 NEA-10 /142 W
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P R 070300Z JUN 77
FM AMEMBASSY TOKYO
TO SECSTATE WASHDC PRIORITY 8383
INFO AMEMBASSY OSLO
AMEMBASSY LONDON

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LONDON FOR SHIPPING ATTACHE

E.O. 11652: N/A
TAGS: EWWT, IMCO, NO
SUBJECT: ADMINISTRATIVE INITIATIVE ON MARINE OIL POLLUTION:
DELEGATION VISIT TO NORWAY

1. SUMMARY: US DEL SPENT VERY FULL DAY JUNE 1 IN OSLO MEETING WITH NORWEGIAN GOVT OFFICIALS (INCLUDING TWO MINISTERS) AND REPRESENTATIVES OF SHIPPING INTERESTS. ADMINISTRATIVE INITIATIVES AND IMCO WORK PROGRAM FULLY DISCUSSED. FREE EXCHANGE OF VIEWS CLARIFIED ISSUES AND IDENTIFIED NORWEGIAN CONCERNS. ALL CONVERSATIONS, FORMAL AND INFORMAL, WERE CANDID AND FRIENDLY AND IN SPIRIT OF COOPERATION. NORWEGIANS SEE URGENCY OF SITUATION AND ARE HARD AT WORK. US DEL CONSIDERS VISIT WAS EXTREMELY USEFUL. END SUMMARY.

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2. BUSINESS DAY 1 JUNE BEGAN WITH COURTESY CALL ON MINISTER OF COMMERCE AND SHIPPING BAKKE FOLLOWED BY FIFTY MINUTE DISCUSSION WITH GROUP CHAIRED BY DEPUTY MINISTER OLBERG. GROUP COMPRISED SEVERAL DEPARTMENT HEADS OF SHIPPING MINISTRY AND ONE REPRESENTATIVE FROM FOREIGN AFFAIRS. DELEGATION THEN MET AT MARITIME DIRECTORATE FOR THREE HOURS WITH LARGE

GROUP OF REPRESENTATIVES OF SHIPOWNERS, SHIP BUILDERS, NORWEGIAN VERITAS, SEAFARERS, MARITIME DIRECTORATE, PILOTS, AND MINISTRIES OF COMMERCE AND SHIPPING, ENVIRONMENT, FOREIGN AFFAIRS, JUSTICE, FISHERIES, AND DEFENSE (COAST GUARD). MEETING WAS CONDUCTED IN FORMAL MANNER UNDER CHAIRMANSHIP OF HAREIDE, DIRECTOR GENERAL OF SHIPPING AND NAVIGATION IN MARITIME DIRECTORATE. HAREIDE HOSTED LUNCH FOR ALL ATTENDEES AT CONCLUSION OF SESSION. US DELEGATION WALLACE, DIAMANTI, AND LAKEY JOINED BY GRIFFITHS, ECONOMIC COUNSELOR AMEMBASSY OSLO, FOR ALL MEETINGS. EACH MEETING BEGAN WITH PRESENTATION BY WALLACE ON ADMINISTRATION INITIATIVES AND ON IMCO WORK PROGRAM AND CONFERENCE SCHEDULE TO DEAL WITH U.S. PROPOSALS AND RELATED MATTERS. THE NATURE OF MAY 16 RULEMAKING AND SENATE BILL S.682 WAS EXPLAINED AND THEIR CONSISTENCY WITH PRESENT U.S. INTERNATIONAL EFFORTS WAS STRESSED. THEREAFTER NORWEGIAN SIDE ASKED CLARIFICATION OF SOME POINTS, COMMENTED ON OTHERS, AND IDENTIFIED AREAS OF SPECIAL CONCERN. U.S. SIDE RESPONDED AS PRACTICABLE, PROMISING FURTHER DATA ON DOCUMENTATION ON SOME ISSUES. WHILE DISCUSSION WAS CORDIAL AND ATTITUDE OF MUTUAL COOPERATION EVIDENT, FRANK EXCHANGE OF VIEWS TOOK PLACE AND NORWEGIAN SIDE DID NOT EQUIVOCATE IN EXPRESSIONS OF DOUBT OR CONCERN.

3. FOLLOWING IS SUMMARY OF MATTERS OF CHIEF CONCERN TO NORWEGIANS AS EXPRESSED DURING MEETINGS DESCRIBED
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ABOVE.

A. REPEATED REFERENCES WERE MADE TO NEED FOR CONCERTED INTERNATIONAL ACTION ON SHIPPING MATTERS. IF U.S. ACTS UNILATERALLY, OTHERS WOULD BE PROMPTED TO DO SOON, CREATING CHAOS IN INTERNATIONAL SHIPPING. FURTHER IMCO COULD BE UNDERMINED AS AN EFFECTIVE ORGANIZATION, A DEVELOPMENT WHICH WOULD BENEFIT NO NATION AND WOULD DISADVANTAGE MANY.

B. THE SAFETY AND SALVAGE PROBLEMS ASSOCIATED WITH DOUBLE BOTTOMS COULD CAUSE MORE POLLUTION RATHER THAN EFFECTIVELY PROTECTING AGAINST IT. FURTHER, THE ISSUE IS ONE WHICH COULD POLARIZE A CONFERENCE AND REDUCE CHANCES OF SUCCESSFUL RESULTS ON OTHER PROPOSALS. IN ANY EVENT, BETTER STATISTICS AND MORE CONVINCING ARGUMENTS MUST BE PRESENTED IF THE DOUBLE BOTTOM PROPOSAL IS TO RECEIVE FAVORABLE CONSIDERATION.

C. ECONOMIC ANALYSES ARE NEEDED ON ALL
CONSTRUCTION AND EQUIPMENT PROPOSALS. EXISTING
DATA IS INCOMPLETE AND CONFUSING. IF WE ARE TO
MAKE DECISIONS WHICH INEVITABLY LEAD TO ECONOMIC
CONSEQUENCES, WE SHOULD HAVE A BETTER IDEA OF WHAT
THOSE CONSEQUENCES ARE.

D. THE RATIONALE FOR 20000 DWT AS A LOWER
LIMIT FOR CONSTRUCTION AND EQUIPMENT STANDARDS IS
UNCLEAR. WHILE THE NORWEGIAN EVALUATION OF THIS
ASPECT OF U.S. PROPOSALS IS NOT YET COMPLETE, SO
LOW A FIGURE IS TROUBLESOME IN MANY WAYS. COST-
BENEFIT RATIOS SEEM TO BE HEAVILY WEIGHTED AGAINST THE
20000 FIGURE IN MOST APPLICATIONS.

E. NORWAY AGREES THAT THE 1973 MARINE POLLUTION
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CONVENTION SHOULD BE BROUGHT INTO FORCE ASAP FOR
OIL. STUDIES WHICH WILL SERVE AS A BASIS FOR
IMPLEMENTING LEGISLATION ARE NOT YET COMPLETE.
BUT DIFFICULTIES WITH ANNEX II RECEPTION FACILITIES
ARE APPARENT. THIS MAY DELAY NORWAY IN ACCEDING
TO THE CONVENTION.

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F. LONG TERM CHARTERS INVOLVE DIFFICULT QUESTIONS IN LIGHT OF THE PROPOSED STANDARDS. FOR INSTANCE, WHO IS TO BEAR THE COSTS INCIDENT TO REDUCED CAPACITY BECAUSE OF SEGREGATED BALLAST? WOULD AMERICAN CHARTERERS HAVE ABILITY TO CANCEL CHARTERS IF TANKER IS MODIFIED FOR SEGREGATED BALLAST? THE TIME IS RIPE TO ADDRESS THESE QUESTIONS.

G. WHILE THE BACKUP RADAR PROPOSAL CAUSES NO PROBLEM, THE COLLISION AVOIDANCE EQUIPMENT PROPOSAL IS SUBJECT TO SERIOUS CHALLENGE BY SOME. NORWEGIAN SHIPOWNERS WHO HAVE THEM INSTALLED DOUBT THEIR USEFULNESS. THEY HAVE PROVED WORSE THAN UNRELIABLE BECAUSE SOMETIMES THEY FAIL WITHOUT INDICATION OF FAILURE, THUS INVITING DISASTER WHERE UTILIZATION LIMITED OFFICIAL USE

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HAS LED TO DEPENDENCE ON THE EQUIPMENT.

H. TOO MUCH STRESS SHOULD NOT BE PLACED ON CONSTRUCTION AND EQUIPMENT STANDARDS. QUOTE: TODAY EQUIPMENT IS LEADING THE MAN AND SOMETIMES IN RUNS AWAY FROM HIM. UNQUOTE. CAPABILITY TO TRAIN AND EDUCATE CREW MEMBERS IS A LIMITING FACTOR WHERE SOPHISTICATED EQUIPMENT IS CONCERNED.

I. THE JAN 31 NOTICE OF PROPOSED RULEMAKING ON LORAN-C SHOULD BE DISCUSSED AT IMCO. SPECIFIC SYSTEM SHOULD NOT BE CITED IN SUCH A REQUIREMENT. ANY SUCH REQUIREMENT FOR PRECISION NAVIGATION EQUIPMENT SHOULD BE INTERNATIONALLY AGREED.

4. US DEL TOGETHER WITH POLITICAL COUNSELOR MANSFIELD, AMEMBASSY OSLO, CALLED UPON MINISTER OF ENVIRONMENT BRUNTLAND IN LATE AFTERNOON. WALLACE MADE SHORT GENERAL PRESENTATION IN INITIATIVES WITH STRESS ON TEMPER OF U.S. PUBLIC AND BODY POLITIC ON ENVIRONMENTAL ISSUES. BRUNTLAND INDICATED FULL UNDERSTANDING OF POLITICAL OVERTONES AND LIKENED THEM TO RESULTS OF NORWAY'S RECENT EXPERIENCE WITH BRAVO PLATFORM IN EKOFISH FIELD.

BRUNTLAND VERY SUPPORTIVE IN PRINCIPLE OF U.S. INITIATIVES BUT CLEARLY WAS AWARE IN GENERAL TERMS OF PRESENT RESERVATIONS (CITED ABOVE) ON PART OF MINISTRY OF COMMERCE AND SHIPPING AND MARITIME DIRECTORATE. HER STAFF AT MEETING INDICATED MUCH INTEREST IN OBTAINING ECONOMIC DATA RELATED TO U.S. PROPOSALS. ATTITUDE INDICATIVE OF TOUGH MINDED APPROACH TO COST BENEFIT ANALYSIS, VERY SIMILAR TO THAT TAKEN BY SHIPPING AGENCIES.

5. IN EVENING DEPUTY MINISTER OLBERG HOSTED DINNER IN HONOR OF US DEL AT WHICH SENIOR GOVERNMENT AND LIMITED OFFICIAL USE

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INDUSTRY REPRESENTATIVES WERE PRESENT. IN CAREFULLY PREPARED FORMAL REMARKS, OLBERG STRESSED CLOSE RELATIONSHIP NORWAY FEELS FOR U.S. GENERALLY AND COOPERATIVE ATTITUDE TOWARD ADMINISTRATION INITIATIVES PRESENTED FOR INTERNATIONAL CONSIDERATION. DURING AFTER DINNER CONVERSATIONS, DELEGATION MEMBERS RECEIVED MANY EXPRESSIONS OF APPRECIATION OF U.S. DEL VISIT TO OSLO. NOT ONLY HAD U.S. PROPOSALS BEEN CLARIFIED BY WORK SESSIONS BUT VISIT WAS SEEN AS EVIDENCE OF SINCERE INTEREST OF U.S. IN FINDING INTERNATIONALLY AGREED SOLUTIONS AND OF U.S. RECOGNITION THAT NORWAY AS MAJOR SHIPPING NATION WOULD FEEL FULL IMPACT OF WHATEVER NEW STANDARDS ARE ADOPTED.

6. COMMENT: NORWEGIANS UNDERSTAND AND SUPPORT OBJECTIVES OF ADMINISTRATION INITIATIVES AND ARE READY TO EXPEND TIME AND ENERGY TO MEET DEMANDING IMCO WORK PROGRAM TIMETABLE. THEY CLEARLY FAVOR SIGNIFICANT IMPROVEMENTS IN INSPECTION AND CERTIFICATION AND CREW STANDARDS. THEY SUPPORT IN PRINCIPLE RAISING CONSTRUCTION AND EQUIPMENT STANDARDS AND ARE ANXIOUS TO WORK WITH U.S. IN RESOLVING TECHNICAL AND ECONOMIC CONCERNS. THEY HAVE ASSIGNED HIGH PRIORITY TO THE WORK PROGRAM AT IMCO RESULTING FROM U.S. PROPOSALS AND THEY ARE WELL INTO THE RELATED TECHNICAL WORK. OLBERG WENT TO FAR AS TO OFFER TECHNICAL ASSISTANCE TO THE U.S. WHERE ANALYSES OF RAMIFICATIONS OF PROPOSALS SEEM APPROPRIATE. PUBLIC OPINION IN NORWAY IS POSITIVE TOWARD MEASURES TO PROTECT ENVIRONMENT AND ISSUE WAS SENSITIZED BY BRAVO PLATFORM INCIDENT. THEY APPRECIATE COMPREHENSIVE APPROACH OF OUR INITIATIVES AND STRESS THAT BALANCE IS REQUIRED BETWEEN STANDARDS AFFECTING MAN AND STANDARDS AFFECTING TECHNOLOGY. THEY WISH TO CONTINUE CLOSE RELATIONSHIP AND GOOD COMMUNI-

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CATIONS WITH USG AND WILL KEEP US POSTED ON THEIR
INTERSESSIONAL WORK. THEY HAVE SOME DIFFERENCES
AMONG THEMSELVES (E.G., SHIPBUILDERS AND SHIP
OWNERS DIFFER ON RETROFIT OF SEGREGATED BALLAST)
BUT WHERE THIS OCCURS GOVT LEANS TOWARD U.S. VIEW.
END COMMENT.

7. US DEL GREATLY APPRECIATES ARRANGEMENTS AND
SUPPORT PROVIDED BY AMEMBASSY OSLO. A GREAT DEAL
WAS ACCOMPLISHED IN A SHORT TIME THANKS TO EXCELLENT
GROUNDWORK LAID BY ECON AND POLITICAL COUNSELORS.
SHOESMITH

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